

2. LAND-USE

The overall form and arrangement of Panama is determined by the pattern of residential, commercial, and public land-use within the area. The location and extent of this land-use and the manner in which it is grouped and related significantly affects the quality of life within the village.

This chapter discusses the existing land-use pattern, identifies key land-use issues which should be resolved in the planning program, and presents the Land-use Plan for the year 2000.

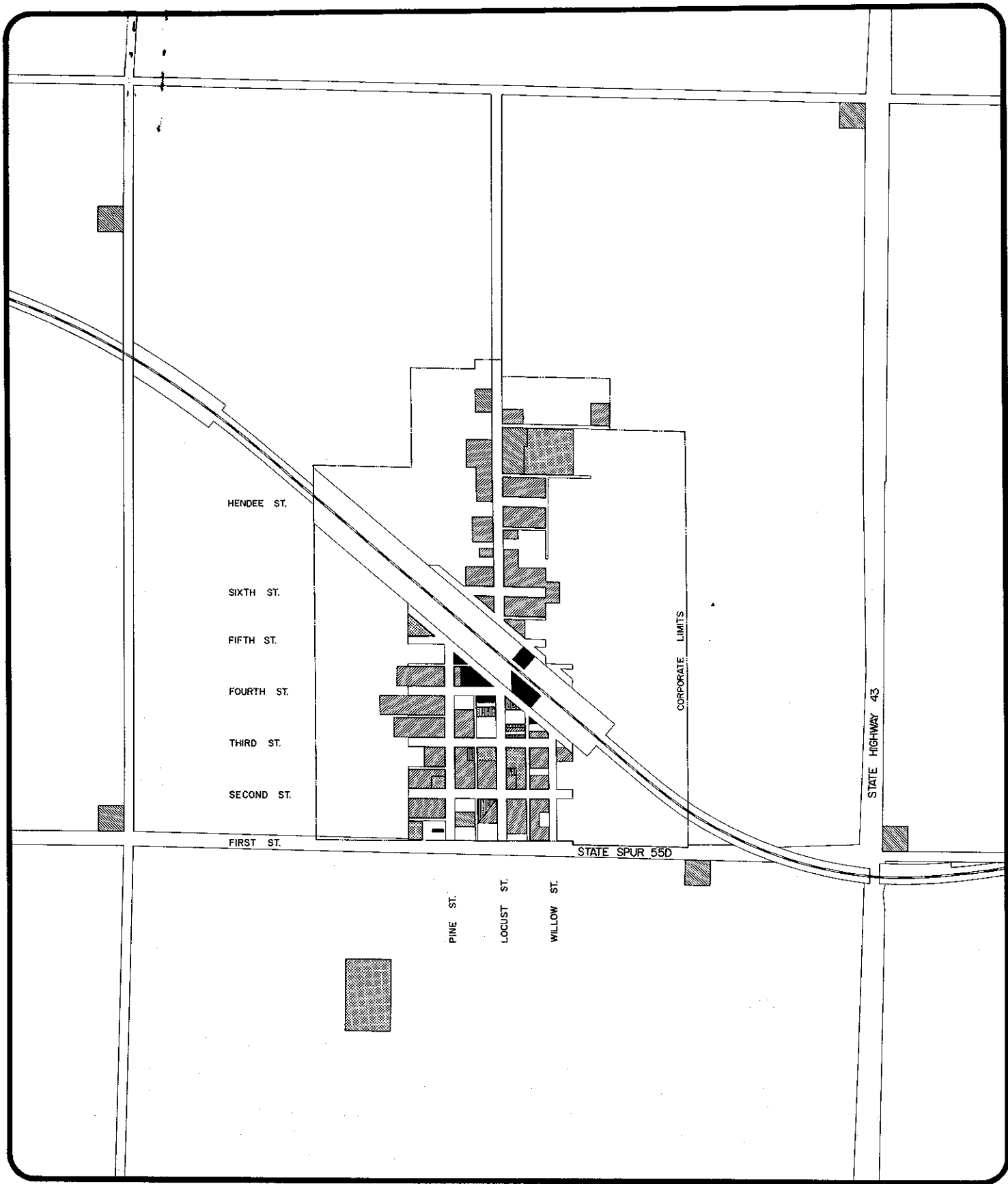
EXISTING LAND-USE

Panama currently contains a range of land-uses, including residential, commercial, and public and quasi-public activities (see Map 4). They are arranged in a relatively compact linear pattern along Locust Street, surrounded by a larger agricultural area. Village development lies primarily south of the railroad, although some development has occurred to the north.

Table 1 lists acreage totals for different land-use activities. It also indicates changes which occurred between 1961 and 1976. Of the total 190.1 acres within the corporate limits, only 38 percent is developed. Specific land-use areas are identified briefly below.

Residential Areas

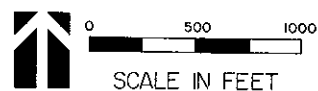
The major portion of developed land is residential. The primary housing areas are south of the railroad to the west of Locust Street and north of the railroad east of Locust Street. Development is predominantly single-family with only one multi-family structure containing four units located south of the Village Center. Most homes are in good condition; a locally conducted survey identified four scattered structures in poor condition. According to the Community Attitude Survey, locally perceived housing problems include the lack of available housing, deteriorated older houses, and lack of choice in housing types.



EXISTING LAND USE

- AGRICULTURAL & VACANT
- RESIDENTIAL
- COMMERCIAL
- INDUSTRIAL
- PUBLIC & SEMI-PUBLIC

PANAMA, NEBRASKA COMPREHENSIVE DEVELOPMENT PLAN



4

Table 1
PANAMA LAND-USE ACREAGE TOTALS

	January, 1961	January, 1976	Year 2000 Projection
Population (persons)	155 (1960)	167	250
Dwelling Units (number)	60	74	104
Population/DU	--	2.3	2.4
Residential	13.8	21.9	30.0
Commercial	1.2	0.9 ⁽²⁾	2.0
Public and Semipublic	5.1 ⁽¹⁾	3.9	4.0
Parks and Playgrounds	--	3.4	10.0
Industry--Light	1.4	2.4	4.0
Railroad and Vacant Railroad Right-of-Way	20.0	18.3	15.0
Streets	24.1	25.0	27.0
Subtotal--Developed:	65.6	74.9	92.0
Vacant and Agriculture	122.0	115.2	98.0
Total:	187.6	190.1	190.0

(1) In 1961, public and semipublic buildings and open lands were not differentiated.

(2) This figure does not include the 0.6-acre old school building site that has commercial uses in addition to residential.

Source: Lincoln City-Lancaster County Planning Department.

Panama is primarily a residential community, and its neighborhoods are among its most important assets. Maintenance and enhancement of the local living environment is crucial and should be a primary consideration in the plan. Special-purpose housing, such as housing for the elderly or a nursing home would also be highly appropriate in Panama.

Commercial and Industrial Areas

Most commercial uses are located within the Village Center on Locust Street near Third Street. The community maintains approximately 20 commercial establishments including the bank, a small food store, a cafe, auto services, and other convenience-type services. Other businesses have closed in recent years. Several vacant structures and land parcels are available for redevelopment within the Village Center.

Limited industrial facilities including the grain elevator and lumber company are clustered near the Missouri Pacific rail line. Several other light industrial operations, related primarily to railroad and farm activities, were previously located within the village.

Public and Semipublic Land-uses

Most public and semipublic facilities including the Post Office, Town Hall, telephone building, and two public parks are located in the Village Center. These are near the geographic center of the community and are easily accessible to all residents. Other semipublic land-uses are distributed through the village.

LAND-USE ISSUES

Additional land will be needed to serve the year 2000 target population. Table 1 lists future acreage requirements for different land-use activities. An important part of the comprehensive planning program has been the designation of future development areas for each of these land-uses.

Several key land-use issues and opportunities are summarized below. Resolution of these issues provides the basis for the Land-use Plan.

Future Residential Growth

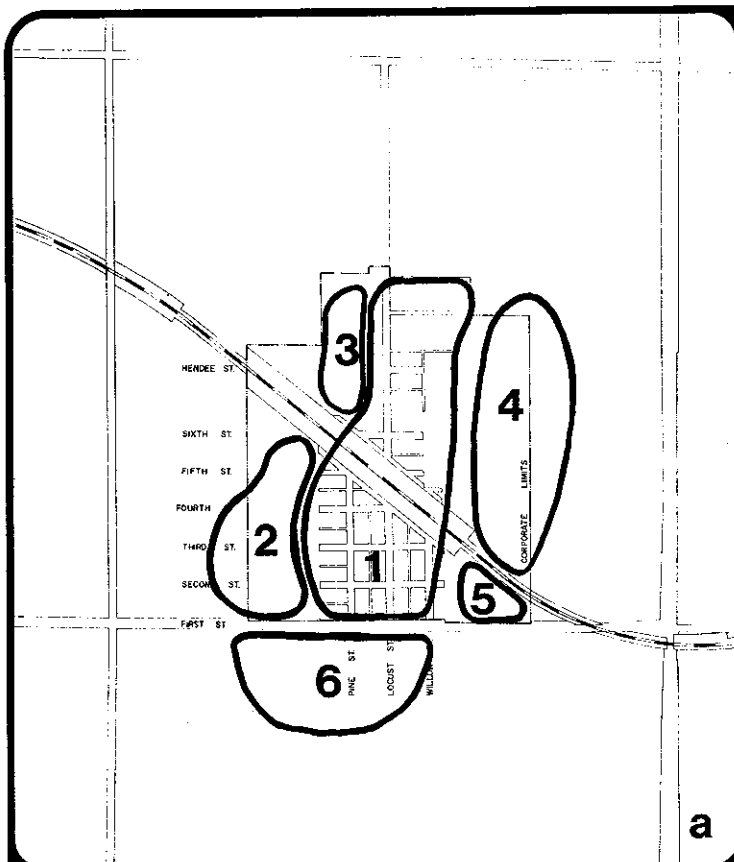
Approximately 12 acres of new residential land including associated streets will be required to serve the target population. A number of different areas within and around the village are available for new residential development. Based on existing conditions and land-use arrangements, six general areas have been identified as potential residential development sectors (see A in Map 5).

Table 2
EVALUATION OF RESIDENTIAL GROWTH SECTORS

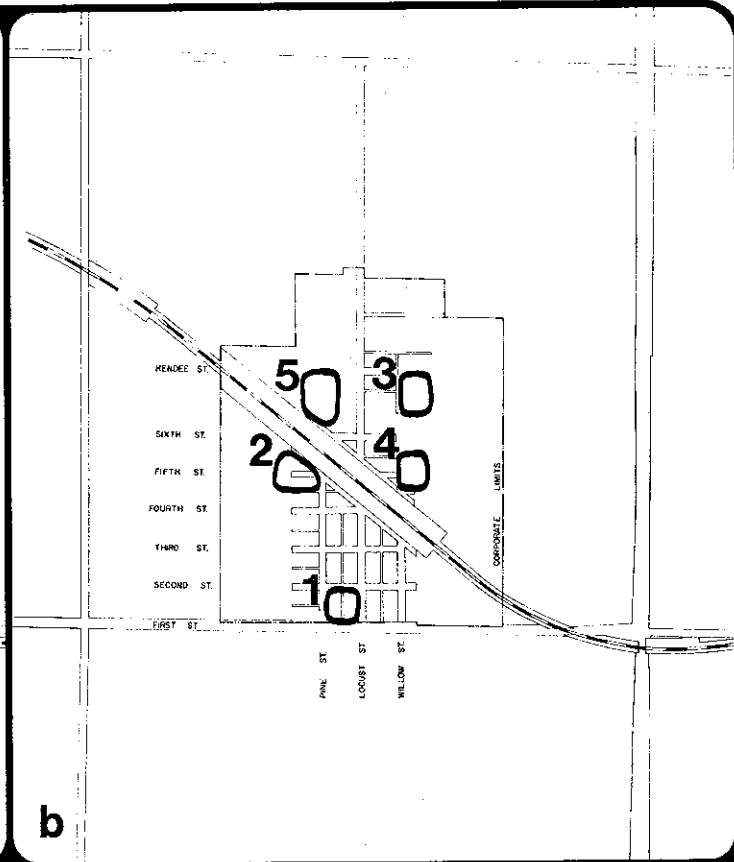
Development Factors	Residential Growth Sectors					
	1 (infill)	2	3	4	5	6
Size in Acres	20	25	11	38	8	25
Contiguous Development	excellent	good	good	poor	good	poor
Sewer Service Availability	good	fair	poor	poor	poor	good
Water Service Availability	good	fair	fair	fair	good	fair
Proximity to Village Center	good	good	fair	fair	good	poor
Street Continuity	good	excellent	good	good	fair	poor
Vehicular Access	good	good	good	poor	good	good
Conflict with Spur 55D	good	good	good	good	good	poor
Conflict with Railroad	fair	good	poor	poor	fair	good
Relation to Natural Features	good	good	good	good	good	good

Certain sectors are more suitable for residential growth than others. Several key development factors have been used to measure the relative merit of potential growth sectors. These include:

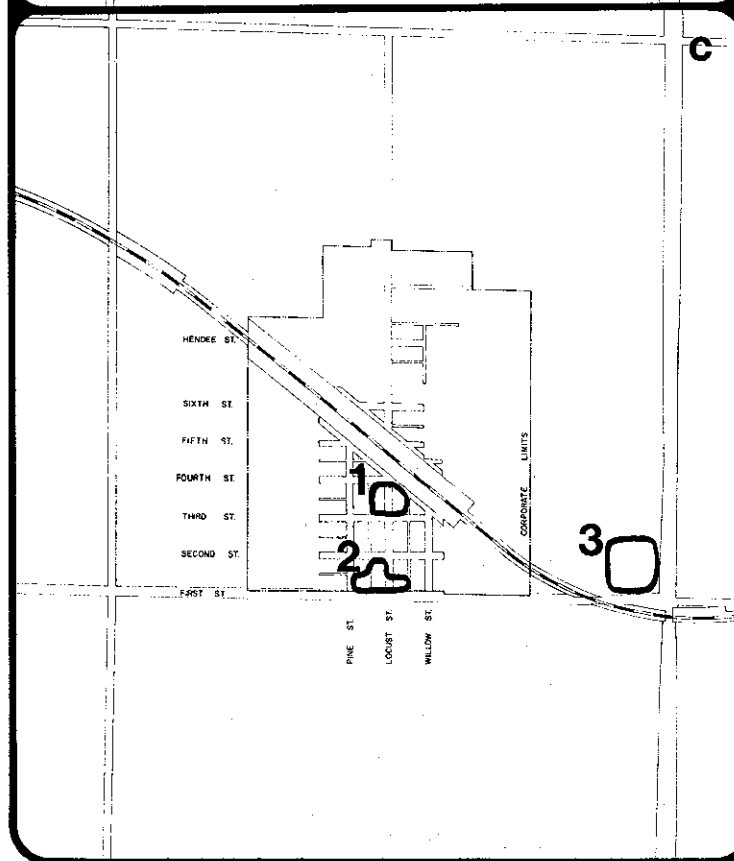
- *Size in Acres*, which measures the amount of land which would be available for new residential growth if a sector were to be fully developed.
- *Contiguous Development*, which relates new growth to presently built-up areas. Community goals state that new development should be adjacent to built-up areas and should not "leap-frog" to outlying areas.
- *Sewer Service Availability*, which measures proximity to the feasibility of connecting with the main sewer trunk line and the existing sewage lagoon. Sectors which cannot be easily connected to existing facilities will require major public expenditures to provide sewer service.



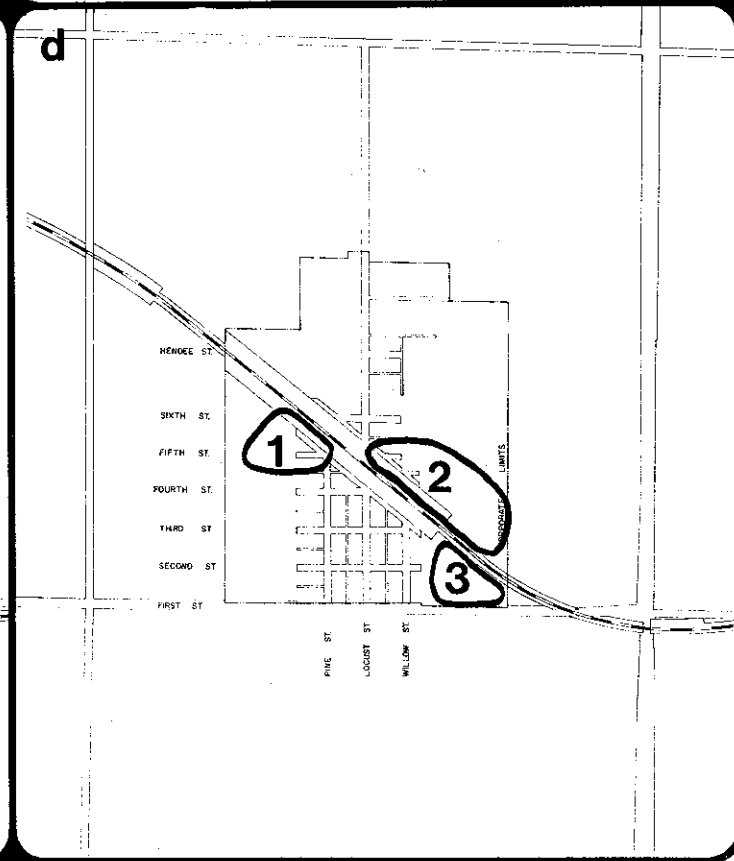
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LAND USE ALTERNATIVES

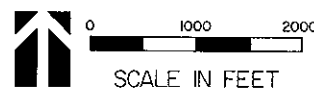
a RESIDENTIAL DEVELOPMENT SECTORS

b SPECIAL RESIDENTIAL SITES

c COMMERCIAL DEVELOPMENT

d INDUSTRIAL DEVELOPMENT

PANAMA, NEBRASKA COMPREHENSIVE DEVELOPMENT PLAN



5

- *Water Service Availability*, which measures proximity to and feasibility of possible tie-in connecting with the main water trunk supply line. Again, major improvements would require major expenditures.
- *Proximity to the Village Center*, which measures the relationship of new growth to existing commercial and public activities near Locust and Third Streets. Goals state that the Village Center should continue to be the heart of community life and activity.
- *Vehicular Access*, which measures the relationship of growth areas to State Routes 43 and 55D. New residential development should be easily accessible from these routes.
- *Conflict with State Spur 55D*, which measures the impact of this road on new growth. At present, all village development is north of the road, and impacts are negligible.
- *Conflict with Railroad*, which measures the impact of the Missouri Pacific on new growth. The railroad is a liability in terms of safety, noise, and appearance with respect to growth in certain parts of the planning area.
- *Relationship to Natural Features*, which measures the relationship of new growth to key environmental features, including the two stream beds and existing tree masses. New development can either enhance or destroy these features.
- *Street Continuity*, which measures the ability of the growth area to improve circulation on village streets. New residential development should facilitate the joining of dead-end streets.

Each of the six residential sectors were evaluated in terms of these development factors (see Table 2). Several conclusions are apparent: Sector 1--the "Infill" sector--is most appropriate in terms of utility service availability and relationship to existing activities and facilities. Sector 2, ranking a close second, could provide utility service with relative ease (requiring a short sewer line to the treatment point) and could facilitate the joining of several dead-end streets. Sectors 3 and 5 are virtually tied for a third ranking. Sector 4 is not suitable for residential growth until development occurs immediately adjacent to the village. Sector 6 is the least desirable, primarily because of the conflict with State Spur 55D, and should not be developed until after other sectors.

Table 2 does not include land availability, although the village has considered its potential implications for residential growth. Since each sector is relatively small, individual property owner decisions to withhold land from development would have major impact. Therefore, the Land-use Plan should be flexible enough to accommodate growth in alternative sectors.

Special Residential Development

Although Panama will continue to be a predominantly single-family residential community, the plan should provide for other types of residential development. Community goals call for a wider variety of housing types, for appropriate new housing near the Village Center to meet the needs of elderly residents, and for the location of future mobile homes in designated areas.

Five alternative sites were evaluated as future special residential areas (see B in Map 5). The village considered the advantages and disadvantages of each site for multi-family housing and mobile homes.

While several areas may have long-term potential for multi-family housing, the square block bounded by Locust, Second, and Pine Streets, and State Spur 143 was judged most appropriate for development in the near future. It includes the old school building, which now contains the village's only apartments. It is adjacent to the Village Center and could intensify life and activity within this area. Multi-family development would not conflict with existing or potential single-family areas. It has good proximity to utility systems and could be served with relatively minor extensions. The site has excellent access to county roads.

A site north of the railroad, west of Locust Street, was judged most appropriate for a small-scale mobile home court. It has reasonably good access from Locust Street, does not fracture existing or potential residential development areas, and could be expanded to the north in the future. Location of individual mobile homes in other locations should not be permitted.

Future Commercial Development

Because of Panama's location within the region and its proximity to Lincoln, little new commercial development is anticipated in the near future. Lincoln will continue to provide many retail services to village residents. However, the community should strive to maintain and supplement local convenience commercial activities.

Three alternative sites were evaluated as possible future commercial focal points (see C in Map 5): the existing Village Center, the intersection of Locust Street and State Spur 55D, and the intersection of routes 43 and 55D.

A variety of factors suggests that any new commercial development should occur within the Village Center. It is the site of all existing businesses as well as most key public facilities. It is the historic heart of the village, and community goals state that it should continue to be the center of life and activity. It has good proximity to state roads and is easily accessible from all parts of the village. Several vacant structures and land parcels in the area are available for development and could accommodate new activities.

The commercial function of the Village Center should be reinforced and intensified. New commercial development in other locations should be discouraged.

In addition to encouraging the location of new facilities within this area, Panama should consider improving the general appearance of the Village Center. As it is intensified, new landscaping, lighting, sidewalk improvements, and rehabilitated building facades could make the area more attractive as the focal point for community life.

Future Industrial Development

Little new industrial development is anticipated in the near future. Lincoln--which has numerous attractions for prospective industries--will continue to be the focal point of industry.

Small-scale industrial expansion could occur south of the railroad, adjacent to the tracks, and near existing operations. Anticipated new development could be accommodated within this area.

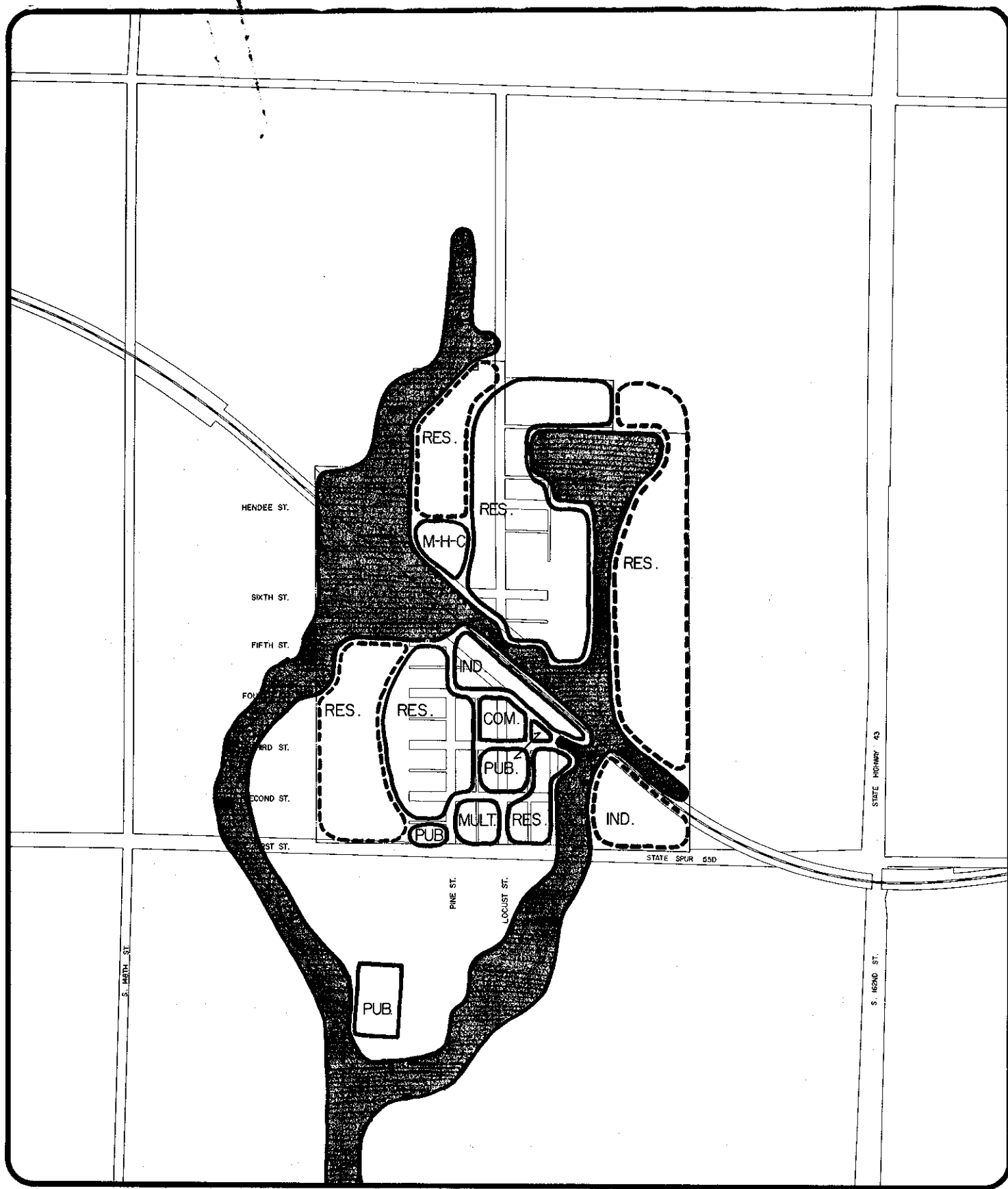
However, the village should have suitable land earmarked for industry in the event new opportunities arise in the future. Three alternative sites were evaluated as possible future industrial areas (see D in Map 5): (1) west of the village, adjacent to the tracks, including the solid waste collection site; (2) east of the village, north of the tracks; and (3) the southeast corner of the village bounded by the state spur and the tracks. All three sites are large enough to allow considerable flexibility in future development.

Several factors led to the selection of the third site as a future industrial area. It is directly accessible from regional roadways and is highly visible to traffic on county roads. It is adjacent to the rail line and is near existing industrial activities. Unlike the other alternatives, it would not fracture existing neighborhoods or potential long-range residential development areas. It would have no adverse impact on existing environmental features, and the open space corridor along the stream bed could provide a natural buffer between industrial and residential land-uses. In addition, water service is readily available to this site.

Any industrial development or expansion must be carefully monitored to insure compatibility with other village activities. Standards should be developed to control vehicular access and parking within industrial areas, as well as smoke, dust, and noise emissions.

LAND-USE PLAN

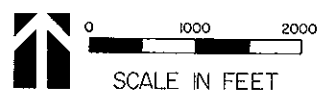
The Land-use Plan is illustrated in Map 6. It indicates the future use of local lands for residential, commercial, industrial, and public land-use activities. The amount of land allocated to each land-use is based on the acreages required to serve the year 2000 target population. The arrangement of land-uses is based on existing conditions, community goals and desires, and potential development opportunities.



LAND USE PLAN

	AGRICULTURAL		INDUSTRY
	RESIDENTIAL		PUBLIC
	MULTIPLE		PARKS & OPEN SPACE
	MOBILE HOME COURT		LONG RANGE RESIDENTIAL
	COMMERCIAL		LONG RANGE INDUSTRY

PANAMA, NEBRASKA COMPREHENSIVE DEVELOPMENT PLAN



6

The Land-use Plan has a dual focus: it is designed to meet the projected needs of the target population, but it is also flexible enough to accommodate new development opportunities which may arise in the future.

The plan builds upon and reinforces the existing pattern of activities. Existing residential areas will be maintained and improved, and new housing will occur in several "infill" areas immediately adjacent to existing built-up areas. The Village Center will be intensified as the heart of community life and activity; improvements will include new commercial uses, improved public facilities, and new pedestrian and "streetscape" projects. Multi-family housing will be adjacent to the Village Center, with mobile homes concentrated in an attractive setting north of the railroad. Industrial expansion in the near future would be adjacent to existing operations, south of the rail line.

This compact land-use arrangement can accommodate the small-scale growth currently projected for the village, with a minimum of public expenditures for utility and other support services.

At the same time, the plan preserves a range of long-range options for the village, should new development opportunities arise. Three residential areas are indicated west, northwest, and east of the village which would be highly appropriate for residential subdivision development. However, since these would require major utility system and access improvements, they should not be developed prior to the closer-in sites. Similarly, a development area is designated in the southeast corner of the village which could be appropriate for a small industrial park in the future.